HOUSE . . . . . . No. 884

By Mr. Jones of North Reading, petition of Bradley H. Jones, Jr., and others relative to reinstituting capital punishment in the Commonwealth. The Judiciary.

## The Commonwealth of Massachusetts

## PETITION OF:

Bradley H. Jones, Jr.
Mary S. Rogeness
George N. Peterson, Jr.
John A. Lepper
Viriato Manuel deMacedo
Elizabeth A. Poirier
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In the Year Two Thousand and Five.

AN ACT RELATIVE TO REINSTITUTING CAPITAL PUNISHMENT IN THE COM-MONWEALTH.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

- 1 SECTION 1. Chapter 265 of the General Laws, as appearing in
- 2 the 2002 Official Edition, is hereby amended by inserting after
- 3 section 2 the following new section:—
- 4 Section 2A.
- In all cases of murder in the first degree in which the penalty of
- 6 death may be authorized under section 2 of this chapter, and in
- 7 which the commonwealth seeks to impose the penalty of death,
- 8 the indictment or indictments shall specify which of the aggra-
- 9 vating circumstances set forth in section 69 of chapter 279 are
- 10 alleged to be present. Only so much of the indictment as alleges

- 11 the offense of murder in the first degree, and not the aggravating
- 12 circumstances, shall be presented to the jury during their delibera-
- 13 tion as to the guilt or innocence of the defendant. That portion of
- 14 the indictment which sets forth the aggravating circumstances
- 15 shall be presented to the jury only during the presentencing pro-
- 16 ceedings in accord with section 68 of chapter 279.
- 1 SECTION 2. Chapter 279 of the General Laws, as so
- 2 appearing, is hereby amended by striking section 60 and inserting
- 3 in place thereof the following section:-
- 4 Section 60.
- 5 The punishment of death shall be inflicted by intravenous injec-
- 6 tion of a substance or substances in a lethal quantity sufficient to
- 7 cause death and until such prisoner is dead.
- SECTION 3. Chapter 211D of the General Laws, as so appearing, is hereby amended by adding the following new section:—
- 4 Section 16.
- 5 (a) The commonwealth shall provide legal services to:
- 6 (1) any persons who are indigent and who have been charged 7 with an offense for which capital punishment is sought; and
- 8 (2) any persons who are indigent, have been sentenced to death 9 and who seek appellate or collateral review.
- 10 (b) The committee for public counsel services shall be the 11 appointing authority and shall appoint staff attorneys, members of 12 the private bar or both.
- 13 (c) The appointing authority shall:
- 14 (1) solicit applications from all attorneys qualified to be 15 appointed in the proceedings specified in subsection (a).
- 16 (2) draft and at such times as it may deem necessary, but at 17 least annually, publish rosters of all applicants determined to be 18 qualified attorneys.
- 19 (3) draft and at such times as it may deem necessary, but at
- 20 least annually, publish procedures by which attorneys shall be
- 21 appointed and standards governing the qualifications and perfor-
- 22 mance of such appointed counsel. Such standards of qualification
- 23 and performance shall include, but need not be limited to:

- 24 (A) membership in the bar of the commonwealth or admission 25 to practice pro hac vice;
- 26 (B) knowledge and understanding of pertinent legal authorities 27 regarding the issues in capital cases in general and any case to 28 which an attorney may be appointed in particular;
- 29 (C) skills in the management and conduct of negotiations and 30 litigation in homicide cases;
- 31 (D) skills in the investigation of homicide cases, the back-32 ground of clients, and the psychiatric history and current condi-33 tion of clients;
- 34 (E) skills in trial advocacy, including the interrogation of 35 defense witnesses, cross examination, and jury arguments;
- 36 (F) skills in legal research and in the writing of legal petitions, 37 briefs, and memoranda; and
- 38 (G) skills in the analysis of legal issues bearing on capital 39 cases;
- 40 (4) Periodically review the rosters, monitor the performance of all attorneys appointed, and delete the name of any attorney who:
- 42 (A) fails satisfactorily to complete regular training programs on 43 the representation of clients in capital cases;
- 44 (B) fails to meet performance standards in a case to which the 45 attorney has been appointed; or
- 46 (C) fails otherwise to demonstrate continuing competency to 47 represent clients in capital cases;
- 48 (5) conduct or sponsor specialized training programs for attor-49 neys representing clients in capital cases;
- 50 (6) appoint two attorneys, lead counsel and co-counsel, to rep-51 resent a client in a capital case after the relevant stage of proceed-52 ings, promptly upon receiving notice of the need for the 53 appointment from the relevant state court; and
- 54 (7) report such appointment or the client's failure to accept 55 counsel in writing to the court requesting the appointment.
- (d) Upon receipt of notice from the appointing authority that an individual entitled to the appointment of counsel under this section has declined to accept such an appointment, the court requesting the appointment shall conduct, or cause to be conducted, a hearing, at which the individual and counsel proposed to be appointed under this section shall be present, to determine the

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- 62 individual's competency to decline that appointment, and whether the individual has knowingly and intelligently declined it.
  - (e) (1) The appointing authority shall maintain two rosters of attorneys: one roster listing attorneys qualified to be appointed for the trial and sentencing stages of capital cases, the other listing attorneys qualified to be appointed for the appellate or collateral review stages. Each of the rosters shall be divided into two parts, one listing attorneys qualified to be appointed as lead counsel, the other listing attorneys qualified to be appointed as co-counsel.
- (2) An attorney qualified to be appointed lead counsel at the 72 trial or sentencing stages shall:
- (A) be a trial practitioner with at least five years of experience 74 in the representation of criminal defendants in felony cases;
- 75 (B) have served as lead counsel or co-counsel at the trial or 76 sentencing stages in at least two homicide cases tried to a jury;
  - (C) be familiar with the law and practice in capital cases and with the trial and sentencing procedures in the commonwealth;
- 79 (D) have completed such training or refresher courses in cur-80 rent developments in the representation of capital defendants at the trial or sentencing stages as the appointing authority shall 82 require; and
- 83 (E) demonstrate the proficiency and commitment necessary to 84 providing legal services in capital cases.
- 85 (3) An attorney qualified to be appointed co-counsel at the trial 86 or sentencing stages shall:
- 87 (A) be a trial practitioner with at least 3 years of experience in 88 the representation of criminal defendants in felony cases; and
- (B) meet the standards in paragraphs (2)(C), (D) and (E) for 90 lead counsel at the trial or sentencing stages.
- (4) An attorney qualified to be appointed lead counsel at the 91 92 appellate or collateral review stages shall:
- 93 (A) be an appellate practitioner with at least 5 years of experience in the representation of criminal clients in felony cases at the appellate or collateral review stages;
- 96 (B) have served as lead counsel or co-counsel at the appellate 97 or collateral review stages in at least 3 cases in which the client 98 had been convicted of a felony offense;

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- 99 (C) be familiar with the law and practice in capital cases and 100 with the appellate and collateral review procedures in the courts of the commonwealth and in federal court;
- (D) have completed such training or refresher courses in cur-102 103 rent developments in the representation of capital clients at the appellate and collateral review stages as the state appointing authority shall require; and 105
- (E) demonstrate the proficiency and commitment necessary to 106 107 providing legal services in capital cases.
  - (5) An attorney qualified to be appointed co-counsel at the appellate, collateral or unitary review stages shall:
- (A) be an appellate practitioner with at least 3 years of experi-110 ence in the representation of criminal clients in felony cases at the 111 112 appellate or collateral review stages; and
- 113 (B) meet the standards in paragraphs (4)(C), (D) and (E) for 114 lead counsel at the appellate or collateral review stages.
  - (f) (1) Attorneys appointed from the private bar shall be:
- (A) compensated for actual time and service, computed on an 117 hourly basis and at a reasonable rate in light of the attorney's 118 qualifications and experience and the local market for legal repre-119 sentation in cases reflecting the complexity and responsibility of 120 capital cases;
- 121 (B) reimbursed for expenses reasonably incurred in the representation of the client including the costs of law clerks and parale-123 gals reasonably needed in the representation of the client; and
- 124 (C) reimbursed for the costs of investigators and experts whose 125 services have been approved in advance by the court and are rea-126 sonably needed in the representation of the client.
  - (2) Payments under subsection (f)(1):
- (A) with respect to law clerks and paralegal, shall be computed 128 129 on an hourly basis reflecting the local market for such services; 130 and
- 131 (B) with respect to investigators and experts, shall be commen-132 surate with the schedule of fees paid by state authorities for such 133 services.
- 134 (g) Appointed attorneys from the private bar shall receive 135 prompt payment for legal services and reimbursement for 136 expenses and support services upon the submission of periodic 137 bills, receipts, or other appropriate documentation to the

138 appointing authority or other appropriate state agency. The

39 appointing authority shall promptly resolve any disputes with

140 respect to such bills.

SECTION 4. Chapter 279 of the General Laws, as so appearing, is hereby amended by striking sections 68 through 71 and inserting the following new sections:-

4 Section 68.

5 Upon a plea or verdict of guilty of murder committed with 6 deliberately premeditated malice aforethought or murder with extreme atrocity or cruelty by an individual who has attained the age of 18 years at the time of the murder and who is not convicted under the provisions of the felony murder rule, in cases where the commonwealth has alleged in its indictment or indictments the presence of one or more of the aggravating circumstances set forth in section 69 of this chapter, a presentence hearing shall be conducted before the jury before which the case was tried; provided, however, that if in the opinion of the judge presiding at the presentence hearing, it is impossible or impracticable for the trial 16 jury to sit at the presentence hearing, or if the matter of guilt was 17 determined by a plea of guilty rather than by a jury, a new jury shall be impanelled to sit at the presentencing hearing. The selection of that jury shall be according to the laws and rules governing 20 the selection of a jury for the trial of a capital case. A presentence hearing need not be conducted if the commonwealth determines either that it cannot prove beyond a reasonable doubt the existence of one or more of the aggravating circumstances set forth in section 69 of this chapter, or that the penalty of death should not be imposed, in which case the court shall impose the sentence of 25 imprisonment for life as provided in section 2 of chapter 265.

During the presentence hearing, the only issue shall be the determination of the punishment to be imposed. During such hearing the jury shall hear all additional relevant evidence in mitigation of punishment including evidence relevant to any statutory mitigating circumstance set forth in paragraph (b) of section 69 of this chapter, and evidence relevant to any other aspect of the defendant's character or record or any of the circumstances of the offense that the defendant or the commonwealth may proffer as a basis for a sentence less than death, regardless of its admissibility

36 under the rules governing the admission of evidence at criminal trials. During such hearing, the jury shall also hear such evidence in aggravation of punishment as is relevant to any statutory aggravating circumstance set forth in paragraph (a) of said section 69, and which is alleged in the indictment; provided, however, that only such evidence in aggravation of punishment as the commonwealth has made known to the defendant prior to his trial shall be 42 admissible; and provided further, that said evidence is otherwise admissible according to the rules governing the admission of evidence at criminal trials. The jury shall also hear arguments by the 46 defendant or his counsel or both and by the commonwealth regarding the punishment to be imposed. The commonwealth and 47 the defendant or his counsel shall be allowed to make opening statements and closing arguments at the presentence hearing. The order of those statements and arguments and the order of presentation of evidence shall be the same as at trial. 51

Upon the conclusion of evidence and arguments at the presen-52 53 tence hearing, the court shall instruct the jury orally as to, and shall provide to the jury in writing copies of, any statutory aggravating circumstance or circumstances which are set forth in the indictment and which it determines to be warranted by the evidence. The court shall instruct the jury that it may choose to find 57 that the penalty of death shall be imposed upon the defendant, or 59 it may choose not to find that the penalty of death be imposed on the defendant, but that it may not find that the penalty of death shall be imposed unless it shall first make a unanimous determination of the existence of one or more of the aggravating circumstances set forth in section 69 of this chapter and the indictment, 63 beyond a reasonable doubt. The jury shall further be instructed that if it finds the existence of such an aggravating circumstance beyond a reasonable doubt, it must then consider all of the evidence presented to it relevant to any of the mitigating circumstances set forth in paragraph (b) of section 69 of this chapter, or to any other mitigating circumstance and determine whether, in view of all the relevant circumstances of the offense and of the defendant, the sentence shall be life imprisonment or death. The jury shall further be instructed that the penalty of death may not be imposed unless it unanimously finds after a review of all of the 74 evidence of mitigation proffered as a basis for a sentence less than

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75 death, that the penalty of death should be imposed. If the jury is 76 unable to reach a unanimous verdict, the court shall impose the sentence of imprisonment for life as provided in section 2 of chapter 265.

79 If its unanimous verdict is to impose the penalty of death, the 80 jury shall designate in writing, signed by the foreperson of the jury, the statutory aggravating circumstance or circumstances 82 which it unanimously found existed beyond a reasonable doubt, and that the jury after consideration of all of the evidence of mitigation relevant to the circumstances of the defendant and the offense proffered as a basis for a sentence less than death, unanimously found that the death penalty should be imposed. 86

After the jury has made its findings, the court shall set a sen-87 88 tence in accordance with section 70.

The declaration of a mistrial during the course of the presentence hearing or any error in the presentence hearing determined or otherwise shall not affect the validity of the conviction.

Section 69.

- 93 (a) In all cases in which the death penalty may be authorized, 94 the statutory aggravating circumstances are:
- 95 (1) the murder was knowingly committed on a victim because of his position as, or while engaged in the performance of his offi-96 cial duties as one or more of the following: police officer, special 98 police officer, parole officer, probation officer, state or federal law 99 enforcement officer, court officer, firefighter, officer or employee 100 of the department of correction, officer or employee of a sheriff's 101 department, officer or employee of a jail or officer or employee of 102 a house of correction;
- (2) the murder was committed by a defendant who was at the 104 time incarcerated in a jail, or a correctional or penal institution, or 105 the Massachusetts Treatment Center for the Sexually Dangerous 106 or a facility used for the housing or treatment or housing and 107 treatment of prisoners; or while on escape, furlough or work 108 release from such jail, correctional or penal institution or facility;
- (3) the murder was knowingly committed on a victim because 110 of his position as, or while engaged in the performance of his official duties as a judge, prosecuting attorney, juror, or witness;
- 112 (4) the murder was committed by a defendant who had previ-113 ously been convicted of murder in the first or second degree, or of

- an offense in any other federal, state or territorial jurisdiction of 115 the United States which is the same as or necessarily includes the 116 elements of the offense of murder in the first or second degree;
- (5) the murder was committed by a defendant who had previ-117 118 ously been convicted of two or more federal or state offenses, 119 committed on different occasions, for which a sentence of life in 120 prison or death was authorized by statute;
- (6) the murder involved torture to the victim or the intentional 121 122 infliction of extreme pain prior to death demonstrating a total dis-123 regard to the suffering of the victim;
- (7) the murder was committed by means of a destructive 125 device, bomb, or explosive planted, hidden, mailed, delivered, or 126 concealed in any place, area, dwelling, building or structure by the 127 defendant; or the murder was committed by means such that the 128 defendant knew or reasonably should have known that his act or 129 acts would create a grave risk of death or serious bodily injury to 130 more than one person; or the murder was committed by means of 131 a machine gun or other automatic weapon;
- (8) the murder occurred during the commission of or in further-133 ance of a violation of the drug trafficking laws of the common-134 wealth as set forth in section 32E of chapter 94C, or during the commission of or in furtherance of an attempt or conspiracy to 136 violate said drug trafficking laws;
- 137 (9) the murder was committed as an act of political terrorism, 138 which include murders committed for the purpose of attacking the government of the United States or any political subdivision 139 140 thereof:
- 141 (10) the murder was knowingly committed on a victim because 142 of his position as, or while engaged in the performance of his offi-143 cial duties as one of the following: governor or governor-elect, 144 lieutenant governor or lieutenant governor elect, secretary of the 145 commonwealth, treasurer of the commonwealth, attorney general, 146 member of the governor's council, district attorney, representative or senator in the general court or mayor;
- (11) the murder was committed by means of a biological, chem-148 149 ical or nuclear agent or device, including but not limited to an act 150 of terrorism.
- 151 (b) In all cases in which the death penalty may be authorized, 152 the mitigating circumstances shall be any factors proffered by the

- 153 defendant or the commonwealth which are relevant in determining
- 154 whether to impose a sentence less than death, including, but not
- 155 limited to, any aspect of the defendant's character, propensities, or
- 156 record and any of the circumstances of the murder, including but 157 not limited to the following:
- 158 (1) the defendant has no significant history of prior criminal 159 convictions;
- 160 (2) the victim was a co-conspirator or willing participant in the defendant's homicidal conduct, or in the criminal conduct which 161 162 resulted in the murder;
- (3) the murder was committed while the defendant was under 164 extreme duress or under the domination or control of another 165 which was insufficient to establish a defense to the murder but which substantially affected his judgment;
- 167 (4) the offense was committed while the capacity of the defen-168 dant to appreciate the criminality of his conduct or to conform his conduct to the requirements of the law was impaired as a result of: (a) a mental disease or defect; (b) organic brain damage; (c) emo-170 171 tional illness brought on by stress or prescribed medication; or (d) 172 intoxication, or legal or illegal drug use by the defendant; which 173 was insufficient to establish a defense to the murder but which 174 substantially affected his judgment;
- 175 (5) the defendant was over the age of 75 at the time of the 176 murder, or any other relevant consideration regarding the age of 177 the defendant at the time of the murder;
- 178 (6) the defendant was battered or otherwise physically or sexu-179 ally abused by the victim in connection with or prior to the murder 180 for which the defendant was convicted and such abuse was a con-181 tributing factor in the murder:
- 182 (7) the defendant was experiencing post-traumatic stress syn-183 drome caused by military service during a declared or undeclared 184 war.
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- 186 Where a person is convicted or pleads guilty to a crime which 187 is punishable by death, a sentence of death shall not be imposed 188 unless findings in accordance with section 68 are made. Further, 189 such a sentence shall not be imposed unless the jury finds that 190 there is conclusive scientific evidence, including physical or other 191 associative evidence, enabling it to reach a high level of scientific

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192 certainty connecting the defendant to the crime. Physical or other 193 associative evidence may include any tangible image, object, or 194 item that can be independently examined for the purpose of 195 obtaining pertinent investigative information. The jury may use 196 the scientific, physical or other associative, evidence to corroborate the defendant's guilt and need not rely entirely on human evi-198 dence and testimony. Where such findings are made and the jury 199 finds that the death penalty shall be imposed, the court shall sen-200 tence the defendant to death unless the court determines that a sentence of death should not be imposed under section 71. Where 202 such findings are not made or not unanimously made or where a 203 sentence of death is not a unanimous finding by the jury, the court 204 shall sentence the defendant to life imprisonment as provided in 205 section two of chapter 265.

Section 71.

- (a) The supreme judicial court shall establish, by rule, such 208 reports or checklists to be utilized by the trial court, the prosecuting attorney, and defense counsel prior to, during, and after the 210 trial of cases in which the death penalty is sought, as it deems nec-211 essary to ensure that all possible matters which could be raised in 212 defense have been considered by the defendant and defense counsel and either asserted in a timely and correct manner or 214 waived in accordance with applicable legal requirements, so that, 215 for purposes of any pretrial review and the trial and post-trial 216 review, the record and transcript of proceedings will be as complete as possible for a review by the sentencing court and the supreme judicial court of challenges to the trial, conviction, sen-218 219 tence and detention of the defendant.
- (b) In any case in which the sentence of death has been 221 imposed, the trial judge shall conduct a review of the entire record and shall report to the supreme Judicial court any observations which it deems pertinent to the question of the appropriateness of the sentence, including the credibility and effectiveness of mitiga-224 tion evidence offered by the defense; the strength of the commonwealth's case on the merits including observations with respect to 226 its reliance on circumstantial or eyewitness testimony and on the possibility, if any, of innocence being subsequently established, and the possibility of passion or prejudice having affected the 230 jury's sentencing decision. If, based on the trial court's review of

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- 231 the record, the court determines that despite findings by the jury, 232 the death penalty should not be imposed, the judge may set aside 233 the sentence of death and impose a sentence of life imprisonment 234 without parole. In such case the judges shall set forth in writing 235 the findings and reasons which support such determination. The 236 commonwealth shall have a right to appeal to the supreme judicial 237 court any such determination, and the supreme judicial court may set aside said determination if it is unsupported by the record of 239 the case, and may thereafter reimpose the penalty of death.
- (c) In any case in which a sentence of death has been imposed, 241 the trial judge may suspend for a period of time or set aside the 242 penalty of death and impose in its place a sentence of life in prison without possibility of parole at any time, upon a showing 244 that there is newly discovered evidence that casts substantial 245 doubt on the justice of the conviction, or raises the substantial possibility of innocence being subsequently established, even though said evidence is not then sufficient to grant a new trial.
- (d) Nothing in this section shall limit or restrict review, rights or remedies available through the procedures under Rule 30 of the 250 Massachusetts Rules of Criminal Procedure.
- 251 Section 72.
- (a) In addition to a unified review procedure administered by 253 the supreme judicial court, the court shall conduct a formal 254 process to ensure the independent scientific review of all scien-255 tific, physical or other associative, evidence in every capital case 256 in which a sentence of capital punishment is imposed.
- 257 (b) The court shall create an Independent Scientific Review 258 (ISR) Advisory Committee which shall draft policies, processes, 259 and criterion for the ISR Panel for reviewing scientific evidence 260 used in each capital case in which a sentence of capital punishment is imposed. 261
- (c) Members of the ISR Advisory Committee shall be 263 appointed by the court from a list of nominees submitted by the governor and shall be recognized experts in the evaluation of forensic evidence. If any appointed member of the committee is 266 employed by a commonwealth crime laboratory, said member 267 shall not participate in the review of any capital case in which said 268 member's laboratory had involvement. The members of the com-

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269 mittee shall appoint an independent expert panel to review each 270 forensic-science sub-discipline relevant to each case.

- (d) At the conclusion of any capital trial in which the defendant 272 has been convicted and a sentence of capital punishment has been 273 imposed, the ISR Committee shall appoint an ISR Panel which 274 shall include independent members from each forensic-science 275 sub-discipline relevant to the particular case. Members of said 276 panel shall be selected from among recognized and accredited 277 experts not employed by the commonwealth's state or city crime 278 laboratories.
- (e) Once selected, the ISR Panel shall conduct a thorough 280 review of the collection, handling, evaluation, analysis, preserva-281 tion, and interpretation of, and testimony and all other matters 282 relating to scientific evidence used in the particular case. This 283 review shall be conducted pursuant to the policies drafted and 284 adopted by the ISR Advisory Committee. The panel review shall include, but not be limited to, an examination of the following: 285
- (1) whether the integrity of the evidence was sufficient to allow 287 for consideration of subsequent procedures.
- (2) whether appropriate guidelines and standards of practice 289 were followed during crime scene and autopsy procedures; the 290 recognition, documentation, recovery, packaging, and preservation 291 of evidence; the examination and comparison of evidence; the 292 interpretation and reporting of results; and the reconstruction by 293 experts relying on other examinations or reports.
- (3) whether any new research or novel science played a role in 295 the particular case and whether it was appropriately documented and provided for review under the relevant legal standard.
- (4) whether the ISR process revealed any specific scientific or 298 technical issues requiring additional information, or suggesting that errors may have been made.
- 300 (f) A copy of the ISR Panel's report shall be provided, upon 301 completion, to the trial judge, prosecutor, defense attorney, and 302 the supreme judicial court.
- 303 (g) If, based on panel's review of the record, the court deter-304 mines that despite findings by the jury, the death penalty should 305 not be imposed, the judge may set aside the sentence of death and 306 impose a sentence of life imprisonment without parole. In such

307 case, the judges shall set forth in writing the findings and reasons 308 which support such determination.

309 Section 73.

In addition to a review of the entire case pursuant to section 310 311 33E of chapter 278, and section 71 of chapter 279, the supreme 312 Judicial court shall review the sentence of death imposed pursuant 313 to sections 68, 69, and 70 of chapter 279. If the supreme Judicial 314 court determines that (1) the sentence of death was imposed under 315 the influence of passion, prejudice or any other arbitrary factor; or 316 (2) the evidence does not support the jury's finding of a statutory 317 aggravating circumstance or circumstances as defined in section 318 sixty-nine; or (3) the evidence of mitigation warranted the imposi-319 tion of a life sentence rather than a sentence of death; or (4) the 320 weight of the evidence does not warrant a sentence of death the 321 court shall (1) reverse the sentence of death and remand for a new 322 presentence hearing pursuant to section 68 of chapter 279; or (2) 323 reverse the sentence of death and remand to the superior court 324 department of the trial court for sentence of imprisonment in the 325 state prison for life. The court shall also have the authority to 326 affirm the sentence of death.